

Message Text

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ACTION OES-07

INFO OCT-01 EA-12 ISO-00 ACDA-12 AGRE-00 AID-05 CEA-01
CEQ-01 CG-00 CIAE-00 COME-00 DLOS-09 DODE-00
DOTE-00 EB-08 EPA-04 SOE-02 DOE-11 FMC-02 TRSE-00
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NSC-05 NSF-02 OMB-01 PA-02 PM-05 PRS-01 SP-02
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P 270823Z DEC 77
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TO SECSTATE WASHDC PRIORITY 3854

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E.O. 11652: N/A
TAGS: EFIS, JA
SUBJECT: TEXT OF ANNEX ON GOJ PROPOSAL ON RENEGOTIATION OF INPFC

REF: TOKYO 18873, STATE 298223, TOKYO 19165

1. FOLLOWING IS TEXT OF ANNEX TO GOJ PROPOSAL OR RENEGOTIATION
OF INPFC: BEGIN TEXT COMMENTS

ON THE PAPER PREPARED BY U.S. SCIENTISTS
TITLED /ESTIMATES OF POTENTIAL CATCHES OF SALMON
IN CERTAIN SECTORS OF THE JAPANESE SALMON
MOTHERSHIP AND LANDBASED DRIFTNET FISHING AREAS"

IN THE ABOVE PAPER, THE U.S. SCIENTISTS ESTIMATE THAT JAPAN-
ESE SALMON VESSELS MAY ATTAIN THE 1977 CATCH QUOTAS ALLOCATED
UNDER THE JAPAN-U.S.S.R. FISHERY AGREEMENT BY FISHING ONLY IN THE
WATERS OUTSIDE THE SOVIET 200 MILE ZONE, AND WEST OF 170 DEGREES
E LONGITUDE FOR THE MOTHERSHIP FISHERY AND WEST OF 165 DEGREES E
LONGITUDE FOR THE LANDBASED DRIFTNET FISHERY, RESPECTIVELY.

HOWEVER, WE CONSIDER THAT THIS PAPER HAS NOT TAKEN INTO DUE
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CONSIDERATION BIOLOGICAL KNOWLEDGE ON THE NORTH PACIFIC SALMON
STOCKS AND MODES OF JAPANESE FISHING OPERATIONS, AND HENCE PRO-
DUCED A SUBSTANTIAL OVERESTIMATE OF JAPANESE POTENTIAL CATCH. THE
REASONS WE HOLD IN THIS REGARD ARE DESCRIBED IN THE FOLLOWING.

1. IT IS WELL KNOWN THAT THE NORTH PACIFIC SALMON STOCKS CONSIST
OF A GREAT VARIETY OF LOCAL STOCKS, DEPENDING UPON SPECIES AND

SPAWNING RIVERS, AND THAT THESE STOCKS MIGRATE WITH SOME CONVERGENCE AND DIVERGENCE ALONG THEIR INNATE MIGRATION ROUTES.

AMONG THE STOCKS AT WHICH JAPANESE MOTHERSHIP FISHER IS DIRECTED, (I) SOCKEYE (EXCEPT THE KAMCHATKA RIVER ORIGIN), CHUM, PINK AND COHO SALMONS WHICH ORIGINATE FROM THE EAST COAST OF KAMCHATKA PENINSULA TO ANADYR REGION, AFTER FORMING FISHABLE CONCENTRATION IN THE WATERS EAST OF 170 DEGREES E, RETURN TO THEIR OWN SPAWNING RIVERS THROUGH THE SOVIET 200 MILE ZONE. THE ABOVE FACT CLEARLY CONCLUDES THAT JAPANESE MOTERSHIP FISHING OPERATIONS WOULD NOT PRACTICALLY ABLE TO FISH FOR THESE TOCKS AND SUFFER A RUINOUS REDUCTION IN THE CATCH, SHOUD THEY BE LIMITED TO THE WATERS WEST OF 170 DEGREES E LONGITUDE LINE AS PROPOSED BY THE U.S.. ACCORDING TO OUR CALCULATION, FROM 1964 THROUGH 1975, THE ANNUAL CATCH OF THESE STOCKS BY JAPANESE MOTERSHIP FLEET CONSTITUTED ON THE AVERAGE SOME 40 PERCENT OF ITS TOTAL CATCH.

IN THE WATERS WEST OF 170 DEGREES E, NORMALLY MIGRATE (I) MOST OF THE EASTERN KAMCHATKA ORIGIN SOCKEYE, (II) THE WESTERN KAMCHATKA ORIGIN SOCKEYE (III) THE OKHOTSK ORIGIN CHUM, (IV) THE WESTERN KAMCHATKA ORIGIN CHUM, AND (V) THE WESTERN KAMCHATKA ORIGIN PINK. IT IS NOTED, HOWEVER, THAT IN THIS AREA COLD WATER MASS IS PREVAILING IN NORMAL YEARS, STRETCHING EASTWARD FROM OFF THE EAST COAST OF KAMCHATKA PENINSULA. AND, MANY OF FISH USUALLY AVOID THIS COLD WATER MASS, WITH FISHING GROUNDS BEING FORMED OUTSIDE AND IN THE VICINITY OF THIS AREA.
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ACCORDING TO OUR PAST EXPERIENCE, IN YEARS WHEN THE COLD WATER MASS IS PREDOMINATE AND ITS DISTRIBUTION IS EXTENDED EASWARD, EVEN WITH REGARD TO THESE STOCKS, MAIN FISHING GROUNDS ARE FORMED IN THE WATERS EAST OF THE 170 DEGREES E LINE, AND ACCORDINGLY THE CATCH FROM THE WATERS WEST OF THIS LINE DECREASES.

2. TABLES I AND II SHOW THE ANNUAL CATCH BY JAPANESE MOTHERSHIP FISHERY IN THE WATERS WEST OF 170 DEGREES E.

TABLE I DEMONSTRATES THAT THE DISTRIBUTION, MIGRATION ROUTES AND ABUNDANCE OF SALMON MIGRATING THROUGH THESE WATERS CHANGE ANNUALLY. WE CAN ALSO SEE IN THIS TABLE CONSIDRRABLY MANY AREAS AND PERIODS WHERE AND WHEN FISHING DID NOT OCCUR AT ALL OR WAS MUCH LIMITED, DEPENDING UPON SEASONS.

THIS FACT PRESENTS THAT THESE AREAS AND PERIODS WHERE AND WHEN FISHING DID NOT OCCUR OR WAS LIMITED ARE EITHER THE AREAS AND PERIODS WHERE AND WHEN FISH DID NOT MIGRATE, OR THOSE WHERE AND WYN THE FISH MIGRATION DID NOT FORM FISHABLE CONCENTRATION. IN SUCH AREAS AND PERIODS, HOWEVER SIGNIFICANT FISHING EFFORTS WE MAY EXPEND, FISING WILL BE PRACTICALLY INFEASIBLE.

WITHOUT REGARD TO THE POINTS DESCRIBED ABOVE, THE U.S. SCIENTISTS ALLOCATED THE TOTAL FISHING EFFORTS OF 245 VESSELS IN TO EACH AREA AUTOMATICALLY IN PROPORTION TO THE PAST EFFORTS EXPENDED IN EACH AREA, MULTIPLIED THESE DIVIDED EFFORTS BY ACTUAL CPUE VALUES BY 10-DAY PERIODS WHICH ARE BASED ON MUCH SMALLER AMOUNT OF EFFORTS IN PREVIOUS YEARS, AND THEN ESTIMATED THE TOTAL CATCH POTENTIAL OF JAPANESE MOTHERSHIP FLEET. HOWEVER, FOR THE REASONS STATED ABOVE, WE CANNOT BUT CONCLUDE THAT THIS ESTIMATE IS THE ONE JUST FOR THE SAKE OF CALCULATION AND IS IN NO WAY JUSTIFIABLE FOR REPRESENTING THE CATCH POTENTIAL. IT GOES WITHOUT SAYING THAT IT IS INAPPROPRIATE TO SUBSTITUTE THE CPUE VALUES IN ADJACENT AREAS FOR THESE IN THE AREAS WHERE OR PERIODS WHEN FISHING WAS SUBSTANTIALLY LIMITED.

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3. THE U.S. SCIENTISTS MADE A SIMPLE ERROR IN CALCULATING THE CATCH POTENTIAL. NAMELY, THEY DID NOT APPARENTLY TAKE ACCOUNT OF THE NUMBER OF DAYS WHEN VESSELS WERE IDLE AT SEA DUE TO BAD WEATHER OR SEA CONDITIONS. IN OUR PAST EXPERIENCES, THE NUMBER OF REAL WORKING DAYS IS NO MORE THAN 89 PERCENT OF DAYS SPENT IN FISHING GROUNDS.

FURTHERMORE, DURING LATE JULY IN THE WATERS WEST OF 170 DEGREES E, MOST FISH MOVE CLOSER TO THE COAST, AND OFF-SHORE FISHING BECOMES IMPOSSIBLE, WHICH THE U.S. SCIENTISTS FAILED TO TAKE INTO CONSIDERATION.

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ACTION OES-07

INFO OCT-01 EA-12 ISO-00 ACDA-12 AGRE-00 AID-05 CEA-01
CEQ-01 CG-00 CIAE-00 COME-00 DLOS-09 DODE-00
DOTE-00 EB-08 EPA-04 SOE-02 DOE-11 FMC-02 TRSE-00
H-02 INR-07 INT-05 IO-14 JUSE-00 L-03 NSAE-00
NSC-05 NSF-02 OMB-01 PA-02 PM-05 PRS-01 SP-02
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THERE, EVEN IF WE WERE TO MAKE A MOST UNLIKELY ASSUMPTION THAT, NEGLECTING THE POINTS DESCRIBED IN 1 AND 2 ABOVE, JAPANESE MOTHERSHIP EFFORTS BE AUTOMATICALLY CONCENTRATED ON THE WATERS WEST OF 170 DEGREES E, AS PROPOSED BY THE U.S., THE UPPER LIMIT OF ITS POSSIBLE EFFORTS WOULD BE:

245 VESSELS X 264 TANS X 60 DAYS X 0.89 - 3,450 THOUSAND TANS,
AND THE U.S. ESTIMATE OF 4,480 THOUSAND TANS IS CLEARLY AN OVER-ESTIMATE.

4. WITH REGARD TO JAPANESE LANDBASED DRIFTNET FISHERY, THE U.S. SCIENTISTS PRESUMED THAT THE 1977 ALLOCATION OF 32,000 TONS TO THIS FISHERY MAY BE FULFILLED SOLEY BY INCREASING ITS EFFORTS IN THE WATERS WEST OF 165 DEGREES E, WITH ITS PAST CPUE VALUES BEING USED FOR CALCULATION.

HOWEVE, IN CALCULATING THE CATCH OPOTENTIAL FOR THIS FISHERY, WE BELIEVE THAT (1) THE MIGRATION ROUTES OF FISH BY ORIGIN, (2) THE SEASONS AND AREAS FOR FISHING GROUND OFORMATION (3) THE PRACTICABLE FISHING EFFORTS TO BE EXPENDED, AND (4) THE APPROPRIATENESS OF USE OF THE CPUE VALUES SHOULD HAVE BEEN FULLY TAKEN INTO ACCOUNT, AND THAT THE U.S. ESTIMATE IS UNREALISTICALLY AN OVERESTIMATE, AS WE UNCLASSIFIED

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HAVE ALREADY POINTED OUT FOR THE MOTERSHIP FISHERY.

JAPANESE SALMON FISHERIES IN THE NORTH PACIFIC IS ONLY FEASIBLE BY DEVELOPING THEIR FISHING EFFORTS OVER A WIDE RANGE OF FISHING GROUNDS, PURSUING THE MIGRATION ROUTES OF EACH OF ASIAN ORIGIN STOCKS WHICH CHANGE ANNUALLY AND SEASONALLY. THE U.S. ESTIMATION WHICH HAS NOT GIVEN DUE REGARD TO THESE MODES OF OPERATIONS IS NATURALLY FAR FROM BEING REASLISTIC.

WE ALSO WISH TO POINT OUT THAT, IN LIGHT OF 1 ABOVE, THE U.S. PROPOSALS MAY WELL LEAD TO THE OVER-CONCENTRATION OF FISHING EFFORTS ON AND THUS THE OVERFISHING OF CERTAIN STOCKS MIGRATING THROUGH THE WATERS WEST OF 170 DEGREES OR 165 DEGREES E, WHILE LEAVING STOCKS MIGRATING THROUGH THE WATERS EAST OF THOSE LINES VIRTUALLY UNUTILIZED. THIS IS IN SHEER CONTRADICTION WITH THE PRINCIPLE OF RATIONAL CONSERVATION AND MANAGEMENT OF FISH RESOURCES.

TABLE I: TOTAL TANS USED BY TEN-DAY PERIODS, 1964-1975.

(TABLE SENT BY AIR POUCH)

TABLE II: CATCH AND EFFORTS BY JAPANESE MOTHERSHIP SALMON

FISHERY IN THE WATERS SOUTH OF 52 DEGREES N LATITUDE
AND WEST OF 170 DEGREES E LONGITUDE, OUTSIDE THE
U.S.S.R. 200-MILE ZONE.

YEAR	NO. OF TANS	CATCH (METRIC TONS)
1964	2,070,729	12,845
1965	780,564	7,444
1966	1,318,733	11,541
1967	1,190,880	9,280
1968	1,354,603	8,390
1969	856,251	5,300
1970	375,560	2,954
1971	993,193	6,485
1972	1,155,705	6,280

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1973	1,291,120	8,409
1974	705,918	4,145
1975	808,135	5,128
TOTAL	12,901,391	88,201
AVERAGE	1,075,116	7,350

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Decaption Note:
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Disposition Approved on Date:
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Disposition Event:
Disposition History: n/a
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